



## PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

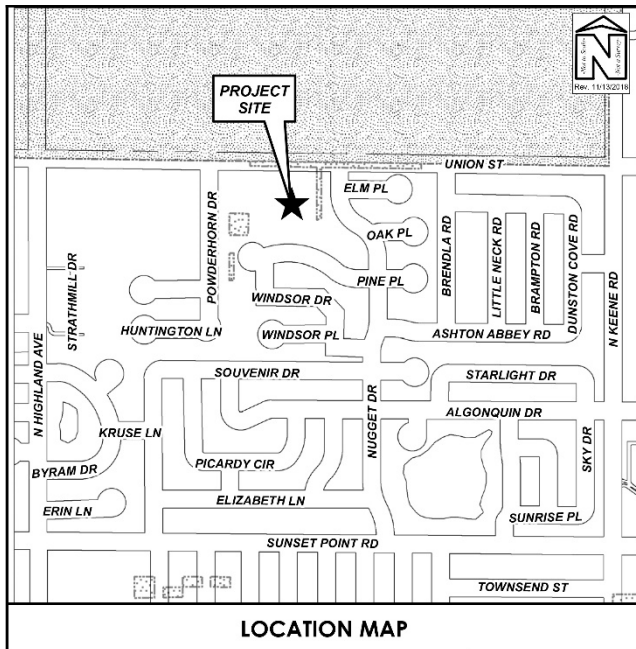
**MEETING DATE:** January 15, 2019  
**AGENDA ITEM:** F.2.  
**CASE:** REZ2018-11004  
**REQUEST:** To amend the Zoning Atlas designation from Institutional (I) District to Low Medium Density Residential (LMDR) District  
**GENERAL DATA:**  
*Applicant* ..... Lorrie Viola, Cardno  
*Owner* ..... Union Place, LLC  
*Location* ..... 1625 Union Street, approximately ¼ mile east of North Highland Avenue  
*Property Size* ..... 4.88 acres

### Background:

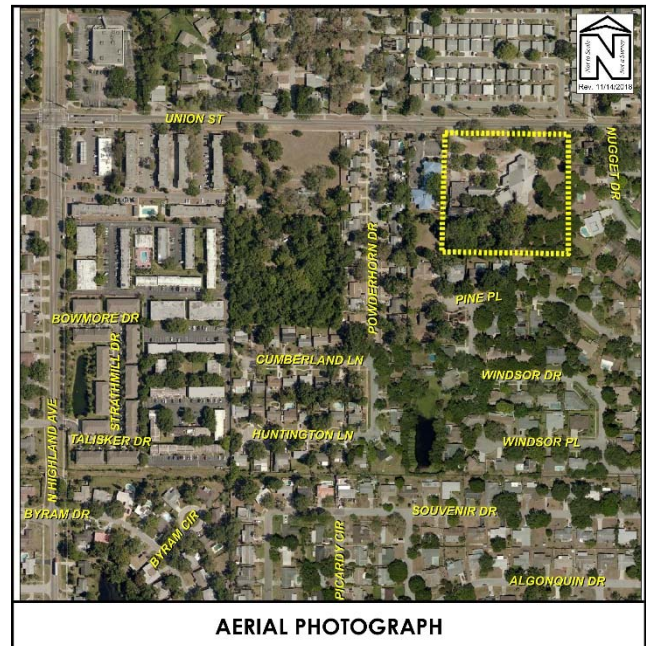
This case involves a 4.88-acre property located on the south side of Union Street approximately ¼ mile east of North Highland Avenue. The request is to change the Zoning Atlas designation of the property from Institutional (I) to Low Medium Density Residential (LMDR). A request to amend the property's future land use designation from Institutional (I) to Residential Urban (RU) is being processed concurrently with this case (see LUP2018-11006). The requested amendments would allow the property to redevelop as a residential development which is in scale, intensity and character with the overall neighborhood.

Mt. Zion United Methodist Church is located on the parcel which was purchased by Union Place, LLC in September 2018. In total, there is approximately 30,000 square feet of development comprised of four one- and two-story buildings on the site.

Currently, the property's zoning district is Institutional (I). Maps 1 and 2 show the general location of the property and an aerial view of the amendment area.



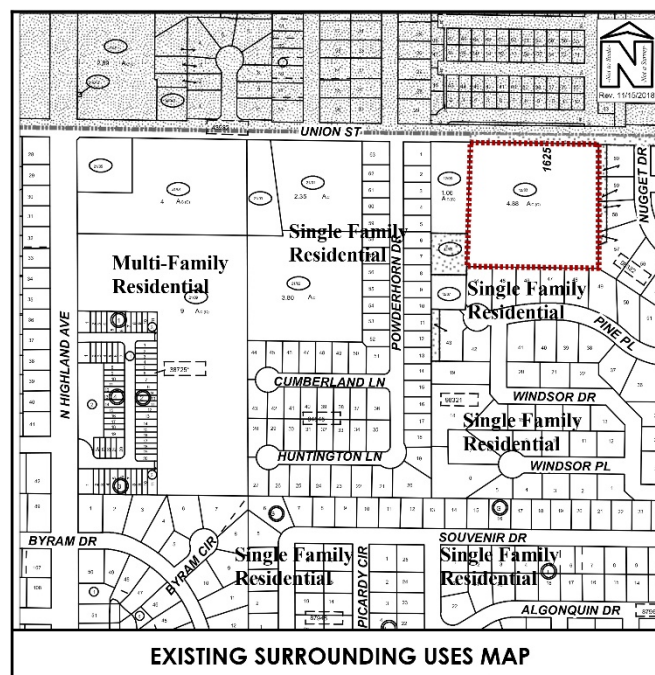
Map 1



Map 2

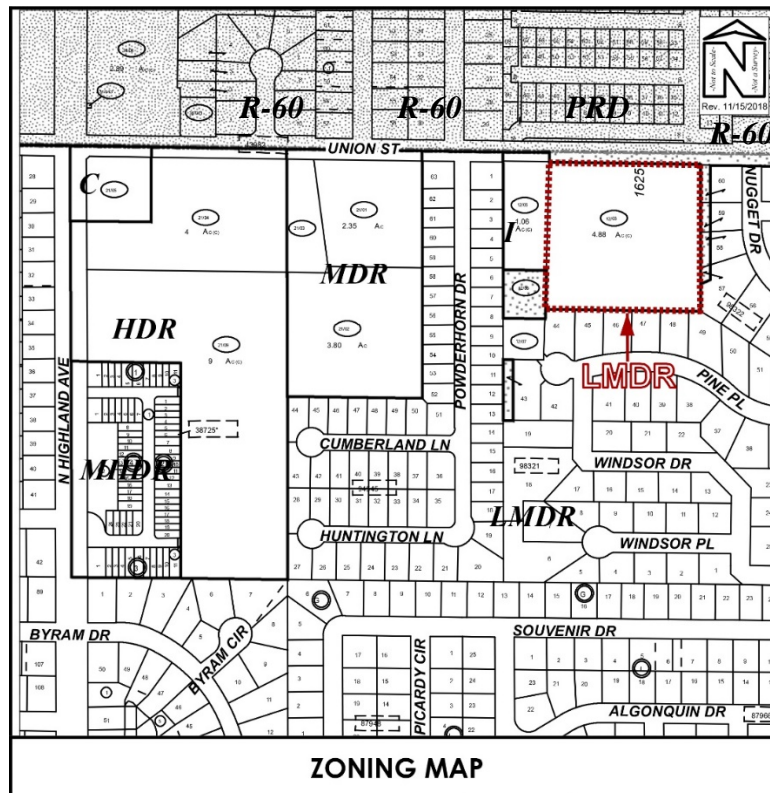
### Vicinity Characteristics:

Map 3 shows the existing surrounding uses. To the east, south and west, there are single family neighborhoods. To the north across Union Street, which is in Dunedin city limits, are additional single family neighborhoods. Abutting the subject property to the west is a counseling center.



Map 3

As shown on Map 4, the abutting Zoning Atlas designations are Institutional (I) and Low Medium Density Residential (LMDR). To the west, nearing the intersection of North Highland Avenue and Union Street are the Medium Density Residential (MDR), High Density Residential (HDR) and Medium High Density Residential (MHDR) Districts.



Map 4

**REVIEW CRITERIA:****Consistency with the Clearwater Comprehensive Plan and Community Development Code and Regulations [Sections 4-602.F.1]****Recommended Findings of Fact:**

*Applicable goals, objectives and policy of the Clearwater Comprehensive Plan which support the proposed amendment include:*

Goal A.2 A sufficient variety and amount of future land use categories shall be provided to accommodate public demand and promote infill development.

Goal A.4. The City shall work toward a land use pattern that can be supported by the available community and public facilities that would be required to serve the development.

Policy A.5.5.1 Development shall be designed to maintain and support the existing or envisioned character of the neighborhood.

Objective A.6.4 Due to the built-out character of the city of Clearwater, compact urban development within the urban service area shall be promoted through the application of the Clearwater Community Development Code.

Objective C.1.1 Assure an adequate supply of housing in Clearwater by providing for additional new dwelling units in a variety of types, costs, and locations to meet the needs of the residents of the City of Clearwater.

*Applicable section of the Community Development Code which supports the proposed amendment:*

Division 2. Low Medium Density Residential District, Section 2-201. Intent and Purpose. The intent and purpose of the Low Medium Density Residential (“LMDR”) is to protect and preserve the integrity and value of existing, stable residential neighborhoods of low to medium density while at the same time, allowing a careful and deliberate redevelopment and revitalization of such neighborhoods in need to revitalization or neighborhoods with unique amenities which create unique opportunities to increase property values and the overall attractiveness of the City.

The proposed Low Medium Density Residential (LMDR) District is compatible with the surrounding single family neighborhoods to the east, south and north and with the counseling center abutting to the west. The applicant has indicated that the property will be redeveloped with a residential subdivision adding new housing in an area that was developed primarily over 40 years ago and has recently submitted an application for a preliminary plat which is currently under review by the Development Review Committee. In addition, the proposal does not degrade the level of service for public facilities below the adopted standards (a detailed public facilities analysis follows in this report).

**Recommended Conclusions of Law:**

The request does not conflict with the goals, objectives and policies of the Clearwater Comprehensive Plan and furthers said plan and the Community Development Code as indicated above.

**Compatibility with Surrounding Property/Character of the City & Neighborhood [Section 4-602.F.2, 4-602.F.3 and Section 4-602.F.4]****Recommended Findings of Fact:**

Existing surrounding uses consist of largely single family homes to the east, south, west and north. The abutting parcel to the west is a counseling center. The proposed use of the subject property of residential is compatible with the surrounding properties and neighborhood.

The proposed Low Medium Density Residential (LMDR) zoning district is consistent with the surrounding zoning districts that exist in the vicinity of the subject property. The proposed amendment will allow the property to redevelop as a single family subdivision, which is compatible with and in character with the surrounding properties and neighborhood.

**Recommended Conclusions of Law:**

The proposed Low Medium Density Residential (LMDR) zoning district is in character with the zoning districts in the area. Further, the proposal is compatible with surrounding uses and consistent with the character of the surrounding properties and neighborhood.

**Sufficiency of Public Facilities [Section 4-602.F.5]****Recommended Findings of Fact:**

To assess the sufficiency of public facilities needed to support potential development on the proposed amendment area, the current development of the property under the present City Future Land Use Map designation was compared to the proposed development under the requested City Future Land Use Map designation (see Table 1). Even though this is a Zoning Atlas amendment application, maximum development potential is based on the underlying future land use, so for purposes of this analysis sufficiency of public facilities is based on the future land use map designation.



*Table 1. Development Potential for Existing & Proposed FLUM Designations*

|  | Present FLUM Designation<br>“I”                                      | Requested FLUM Designation<br>“RU”   | Net Change                                      |
|--|--|--|---|
| Site Area  | 4.880 AC<br>(212,572 SF)   | 4.880 AC<br>(212,572 SF)   |   |
| Maximum Development Potential  | 0 DUs / 183 Beds <sup>1</sup><br>138,172 SF <sup>2</sup><br>0.65 FAR | 36 DUs <sup>3</sup> / 0 Beds <sup>4</sup><br>0 SF <sup>5</sup><br>0.40 FAR | +36 DUs / -183 Beds<br>-138,172 SF<br>-0.25 FAR |
| Notes:<br>1. Residential uses are not permitted through the consistent Institutional (I) District; however, residential equivalent uses are permitted (3 beds per unit per acre).<br>2. Only 29,872 SF is currently built on site (4 buildings).<br>3. Only 27 units are currently proposed on preliminary plat (PLT2019-01001).<br>4. Residential equivalent uses are not permitted through the consistent Low Medium Density Residential (LMDR) District.<br>5. FAR is not used to regulate residential uses and there are no non-residential uses permitted through the requested Low Medium Density Residential (LMDR) District zoning; therefore, the square footage development potential is zero.<br><br>Abbreviations:<br>FLUM – Future Land Use Map<br>AC – Acres<br>SF – Square feet |  |  |   |
|  |  |  | DUs – Dwelling Units<br>FAR – Floor Area Ratio  |

As shown in the table, there is generally a decrease in development potential across the amendment. The following analysis compares the maximum potential development of the proposed Residential Urban (RU) future land use developed with 36 detached dwellings to the maximum development potential of the existing Institutional (I) future land use category developed with a nonresidential use (138,172 SF place of worship). Additionally, a second analysis is provided that compares the existing amount of nonresidential development (29,872 SF place of worship) to the number of units proposed in the preliminary plat submitted by the applicant (27 units; PLT2019-01001).

### *Potable Water*

The change in development potential from this amendment would result in a decrease in potable water use of up to 4,443 gallons per day. This is determined by taking the potential potable water utilization of the proposed land use developed with the maximum number of dwelling units allowed (9,374 gallons per day) and subtracting it from the potential utilization of a nonresidential use built out at the maximum square footage allowed by the current land use designation (13,817 gallons per day).

When comparing the potable water utilization of the proposed number of dwelling units (27 units; 7,031 gallons per day) to the utilization of the existing nonresidential development (29,872 SF; 2,987 gallons per day) it shows that the proposed change could result in an increase in demand for potable water.

The City’s current potable water demand is 10.42 million gallons per day (MGD). The City’s adopted level of service (LOS) standard for potable water service is 120 gallons per day per capita, while the actual usage is estimated at 76 gallons per day per capita (2015 Annual Water Report). The City’s 10-year Water Supply Facilities Work Plan (2016-2026 Planning Period), completed October 2017, indicates that based on the updated water demand projections and other factors, the City has adequate water supply and potable water capacity for the 10-year planning horizon.

### *Wastewater*

The change in development potential from this amendment would result in a decrease in wastewater use of up to 1,917 gallons per day. This is determined by taking the potential potable water utilization of the proposed land use developed with the maximum number of dwelling units allowed (9,137 gallons per day) and subtracting it from the potential utilization of a nonresidential use built out at the maximum square footage allowed by the current land use designation (11,054 gallons per day).

When comparing the wastewater utilization of the proposed number of dwelling units (27 units; 6,583 gallons per day) to the utilization of the existing nonresidential development (29,872 SF; 2,390 gallons per day) it shows that the proposed change could result in an increase in demand for wastewater.

The subject property is served by the Marshall Street Water Reclamation Facility, which presently has excess permitted capacity estimated to be 5.2 million gallons per day. Therefore, there is excess sanitary sewer capacity to serve the amendment area.

### *Solid Waste*

The change in development potential from this amendment would result in a decrease of 19.3 tons per year of solid waste generated. This is determined by taking the utilization of the proposed land use develop with the maximum number of dwelling units (91.2 tons per year) and subtracting it from the potential utilization of a nonresidential use built out at the maximum square footage allowed by the current land use designation (110.5 tons per year).

When comparing the solid waste generated from the proposed number of dwelling units (27 units; 68.4 tons per year) to the solid waste generated by the existing nonresidential development (29,872 SF; 23.9 tons per year) it shows that the proposed change could result in an increase of solid waste generated.

All solid waste disposal is handled by Pinellas County at the Pinellas County Waste-to-Energy Plant and the Bridgeway Acres Sanitary Landfill which has significant capacity. Additionally, the City provides a full-service citywide recycling program which diverts waste from the landfill, helping to extend the lifespan of Bridgeway Acres. There is excess solid waste capacity to serve the amendment area.

### *Parkland*

The City's adopted LOS for parkland acreage, which is 4 acres per 1,000 population, will not be impacted by this proposed amendment. Under both the existing and proposed land use, the LOS citywide will remain at 15.46 acres per 1,000 population.

### *Stormwater*

Site plan approval will be required before the property can be redeveloped. At that time, the stormwater management system for the site will be required to meet all City and SWFWMD stormwater management criteria.

## *Streets*

The subject property is located on the south side of Union Street approximately ¼ mile east of North Highland Avenue. To evaluate potential impacts to streets, the typical traffic impacts figure (trips per day per acre) in the *Countywide Rules* for the corresponding *Countywide Plan Map* categories (current and proposed) are compared. The current number of trips per day (507 trips) is calculated based on the traffic generation numbers for the Public/Semi-Public category (104 trips per day per acre), and the proposed number of trips under the Residential Low Medium (RLM) category would be 326 trips (67 trips per day per acre). This would be a decrease of up to 181 trips from the subject property.

### Recommended Conclusions of Law:

Based upon the findings of fact, the proposed development of residential units would increase the demand on several public facilities when compared to the existing place of worship development; however, it is determined that the proposed change will not result in the degradation of the existing levels of service for potable water, sanitary sewer, solid waste, parkland, stormwater management and streets.

## **Location of District Boundaries [Section 4-602.F.6]**

### Recommended Findings of Fact:

The location of the proposed Low Medium Density Residential (LMDR) District is consistent with the boundaries of the subject property.

### Recommended Conclusions of Law:

The District boundaries are appropriately drawn in regard to location and classifications of streets, ownership lines, existing improvements and the natural environment.



**SUMMARY AND RECOMMENDATION:**

No amendment to the Zoning Atlas shall be recommended for approval or receive a final action of approval unless it complies with the standards contained in Section 4-602.F, Community Development Code. Table 2 below depicts the consistency of the proposed amendment with the standards pursuant to Section 4-602.F:

*Table 2. Consistency with Community Development Code Standards for Review*

| CDC Section 4-602 | Standard  | Consistent | Inconsistent |
|-------------------|---|------------|--------------|
| <b>F.1</b>        | The proposed amendment is consistent with and features the goals, policies and objectives of the <i>Comprehensive Plan</i> and furthers the purposes of this Development Code and other city ordinances and actions designed to implement the plan. | X          |              |
| <b>F.2</b>        | The available uses to which the property may be put are appropriate to the property which is subject to the proposed amendment and compatible with existing and planned uses in the area.   | X          |              |
| <b>F.3</b>        | The amendment does not conflict with the needs and character of the neighborhood and the city.  | X          |              |
| <b>F.4</b>        | The amendment will not adversely or unreasonably affect the use of other property in the area.  | X          |              |
| <b>F.5</b>        | The amendment will not adversely burden public facilities, including the traffic-carrying capacities of streets, in an unreasonably or disproportionate manner.   | X          |              |
| <b>F.6</b>        | The district boundaries are appropriately drawn with due regard to locations and classifications of streets, ownership lines, existing improvements and the natural environment.  | X          |              |

Based on the foregoing, the Planning and Development Department recommends the following action:

Recommend APPROVAL of the Zoning Atlas amendment from the Institutional (I) District to the Low Medium Density Residential (LMDR) District.

Prepared by Planning and Development Department Staff:



Kyle Brotherton  
Senior Planner

ATTACHMENTS: Ordinance No. 9225-19

Resume

Photographs of Site and Vicinity